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Evaluation

Report on the UN-Women evaluation function, 2011

Summary

The present report has been prepared in accordance with standard 1 of the report on standards for evaluation in the United Nations system (UNEG/FN/Standards(2005)) and paragraph 72 of the United Nations Entity for Gender Equality and the Empowerment of Women strategic plan 2011-2013 (UNW/2011/9). It provides information on the strategic vision of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) with regard to evaluation; the steps taken to establish a credible, useful and independent evaluation function; the current status of evaluation in the organization; and the progress achieved in strengthening evaluation capacities. It contains a summary of the evaluations completed in 2011, as well as a summary of the results of United Nations coordination efforts on system-wide evaluations on gender equality, and the initiatives to promote national and regional evaluation capacity development. Finally, it presents the way forward to continue strengthening evaluation in UN-Women, and the workplan of the Evaluation Office for 2012-2013.

The Executive Board may wish to: (a) take note of the report and of the programme of work for 2012 proposed by the Evaluation Office; (b) request UN-Women to continue strengthening the evaluation function and the use of evaluation; (c) request UN-Women to address issues raised by previous evaluations.

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I. Introduction

1. Evaluation is the cornerstone of the efforts made by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) to assess and promote the most effective ways to advance gender equality and the empowerment of women. As a newly established and dynamic organization with mandates at the normative, intergovernmental and programmatic levels and with a clear role in United Nations coordination efforts on gender equality, UN-Women is working towards achieving a high-quality and innovative evaluation strategy for evidence-based decision-making and is taking the lead in the United Nations system-wide evaluation process. Evaluation contributes to learning and accountability; UN-Women is therefore promoting the systematic use of its results. In 2011, UN-Women focused on establishing the basis of an independent, credible and useful evaluation function that would respond to the uniqueness of the new organization.

2. The present report comprises five sections. Section II contains the key elements of the UN-Women evaluation strategy; the structure of the Evaluation Office and the means of strengthening internal evaluation capacities; and the coverage and planning of corporate and decentralized evaluations and an analysis of their quality. It concludes with a summary on the use of evaluation, and highlights the challenges and actions to be taken by the organization to improve the evaluation function and the overall evaluation potential of programmes. Section III includes the initiatives taken to implement a United Nations system-wide evaluation on gender equality. Section IV contains the results achieved in strengthening national and regional evaluation capacities through partnerships with evaluation associations. Section V contains the findings from the 2011 evaluations. Section VI contains the way forward and programme of work for the Evaluation Office in 2012-2013. Annex I to the report contains a list of evaluations and annex II contains evaluation developments in the trust funds managed by UN-Women.

II. Strengthening the evaluation function in the United Nations Entity for Gender Equality and the Empowerment of Women

3. Evaluation in UN-Women is guided by United Nations system-wide guidelines and mandates, especially the United Nations Evaluation Group norms and standards and General Assembly resolution 62/208 on the triennial comprehensive policy review of operational activities for development of the United Nations system. In its strategic plan for 2011-2013 (UNW/2011/9), UN-Women undertakes to institutionalize a culture of results-based management and, by paragraph 57 of that plan, defines a specific means of developing an "evaluation function and culture that generates evidence on implementation of the strategic plan for learning, decision-making and accountability in all areas of the work of UN-Women".

4. Bringing together the normative and operational work of the United Nations on gender equality, and with strengthened country offices and a new regional architecture, the evaluation function in UN-Women is being built in a way that enables the organization to cover its five functions and six strategic goals at the global, regional and national levels, including taking the lead of system-wide evaluation on gender equality.

5. An evaluation strategy has been developed that outlines the evaluation vision of UN-Women in line with the organization's functions. Based on the principles of accountability, credibility, use, independence, innovation, participation and national ownership, and United Nations coordination, UN-Women will evaluate both the normative and operational dimensions of its work. The four elements of the evaluation strategy are:

(a) The establishment of effective corporate evaluation systems to ensure evidence-based policies and the effective use of evaluations;

(b) Strengthening the decentralized evaluation culture and systems to improve accountability and programming;

(c) Leading United Nations coordination on gender-responsive evaluation to generate knowledge and ensure accountability regarding gender equality results, linked to system-wide gender equality accountability;

(d) Promoting innovation and generate knowledge on what works for gender equality, through national evaluation capacity-building.

6. The Evaluation Office will lead the implementation of the evaluation strategy, while the senior management team will play a significant role in ensuring that the different divisions within UN-Women dedicate the resources and provide the institutional commitment needed for evaluations and ensure the use of the findings. The first action performed as part of the strategy will be the development of the UN-Women evaluation policy, which will determine the principles, roles and responsibilities for evaluation within the organization. It will be presented to the Executive Board at its second regular session of 2012. The evaluation policy will address the lessons identified in the present report.

A. Structure of the UN-Women evaluation function

7. The UN-Women evaluation function is composed of a central evaluation office and specialized staff in the field. The independent Evaluation Office reports directly to the Executive Director of UN-Women, and serves as the custodian of the evaluation function. The Evaluation Office comprises nine staff members, including eight professionals and one support staff member, with three of the positions based in the field. To strengthen the Evaluation Office and ensure that it is adequately staffed, the UN-Women biennial institutional budget 2012-2013 (UNW/2011/13) provides for five of the existing nine positions. In addition, core programme resources are being used for the creation of four additional positions at Headquarters and in regional centres to strengthen the decentralized evaluation function in alignment with the final regional architecture that is currently under review.

8. The three existing field positions are regional evaluation specialists, who report directly to the Evaluation Office. They are responsible for supporting strategic evaluation, regional capacity development in evaluation, quality assurance of decentralized evaluations and United Nations coordination on evaluation. They play a key role in the strategic planning of the organization by supporting the monitoring, evaluation and research plans.

9. Total UN-Women expenditure on evaluation in 2011 was $2,480,052, including $988,632 on core programmable resources, $270,200 on the biennial

support budget for 2010-2011, $533,667 on cost-sharing resources under the initiative "Global knowledge management — capacity development through evaluation practice" and a decentralized evaluation expenditure of $687,553. Total UN-Women programme expenditure on evaluation in 2011, excluding the biennial support budget, was $2,209,852, an estimated 1.5 per cent of total UN-Women programme expenditure in 2011 of $139.14 million, as mentioned in the report of the Under-Secretary-General/Executive Director (UNW/2012/4).

B. Actions to strengthen internal evaluation capacities

10. Building internal evaluation capacities is a key step towards developing a culture that promotes use, accountability and learning from evaluation. Recognizing the existing needs and the phased approach required to build internal capacities, the Evaluation Office undertook a variety of approaches, including evaluation training, guidance material and continuous support to the decentralized evaluation function.

11. Nine evaluation training courses, including two webinars, were delivered in 2011 with the active participation of over 240 UN-Women staff and partners (see table 1). The geographic coverage of the training sessions included Latin America, South-East Asia and Central and Southern Africa.

Table 1
Partners and UN-Women staff trained in evaluation in 2011

Persons trained	*Africa*	*Latin America and the Caribbean*	*Arab States*	*Asia and the Pacific*	*Europe and Central Asia*	*Total*
UN-Women staff and partners	119	45	0	80	0	244

12. Regional evaluation specialists provided additional direct coaching and technical assistance including a review of monitoring and evaluation frameworks and substantive advice for the future development of monitoring, evaluation and research plans.

13. A qualitative analysis of this support shows that there is slow progress in the internalization of results-based management and that evaluation principles need to be further integrated in the programming processes to ensure that initiatives supported by UN-Women are effective and able to be evaluated after their implementation. It also confirms the need to increase monitoring and evaluation capacities at the country level. A comprehensive monitoring and evaluation capacity-building strategy is being designed within the UN-Women action plan and as part of the organizational effectiveness initiative to address capacity gaps at all levels of the organization.

14. Evaluation methodology and guidance are essential for robust evaluation. The Evaluation Office has developed substantive, high-calibre online material on gender-responsive evaluation, including a manual on gender equality and a human rights-responsive evaluation, available online in English, French and Spanish. A global evaluation network managed by the Evaluation Office contributed to the dissemination of evaluation guidance and training materials, reaching 100 UN-Women staff members from 39 offices worldwide.

C. Corporate and decentralized evaluations completed in 2011

15. Corporate evaluations are independent assessments undertaken by the Evaluation Office that cover strategic areas of UN-Women, and decentralized evaluations are managed by programmatic divisions and assess programmes or thematic clusters.

16. In 2011, the organization took a step towards aligning corporate and decentralized evaluation planning to the UN-Women strategic plan. This entailed the development of a corporate planning system that aimed at covering the key thematic goals of the strategic plan and a sample of country workplans, and the introduction of integrated monitoring, evaluation and research plans as part of the annual workplans to be completed in 2012. A system was developed for ensuring quality evaluations and adherence to the principles of national ownership and increased relevance. All evaluation plans were made publicly available in the Evaluation Resource Centre.

Corporate evaluations

17. The evaluation commitments set out in the UN-Women strategic plan for 2011-2013, approved by the Executive Board, include the completion of four evaluations per year. As at the end of February 2012, one evaluation had been completed, one was under implementation, and two were in preparation. A summary of the findings is presented in section V. The evaluation status is summarized as follows:

(a) **Evaluability assessment of the strategic plan of the former United Nations Development Fund for Women**. This evaluation has been completed and disseminated. Its finalization was instrumental to informing the development of the UN-Women strategic plan by indicating main areas for strengthening and focusing on improving management and efficiency;

(b) **Evaluation of UN-Women contribution on ending violence against women and girls**. This has been initiated through a portfolio compilation of all initiatives at the normative and programmatic levels;

(c) **Evaluation of UN-Women contribution to women, peace and security**. This has been initiated through a portfolio compilation of initiatives at the normative and programmatic levels;

(d) **Analytical overview of the United Nations joint programmes on gender equality**. This joint evaluation is in the process of implementation. It is being led by UN-Women as a first stage in determining the scope of a planned joint evaluation. The report is the first of its kind within the United Nations system and provides access to a comprehensive repository of joint programmes on gender equality;

(e) **Evaluation of results accomplishment and performance of United Nations peacekeeping activities in the Democratic Republic of the Congo**. As part of its contribution to the evaluation of the Office of Internal Oversight Services (OIOS), UN-Women undertook an analysis of gender mainstreaming in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo. The full OIOS report will be submitted to the Fifth Committee of the General Assembly at its resumed sixty-sixth session.

18. The Evaluation Office also finalized the design of the impact evaluation of the Safe Cities global programme. A baseline study has been completed that will serve as a basis to measure evaluation targets.

19. OIOS undertook two further external evaluations at the United Nations institutional level to examine the degree of achievement of gender equality and gender mainstreaming in the Secretariat. They were the evaluation of the former Division for the Advancement of Women and the Office of the Special Adviser on Gender Issues (2011), and the thematic evaluation of gender mainstreaming at the Secretariat (2010).

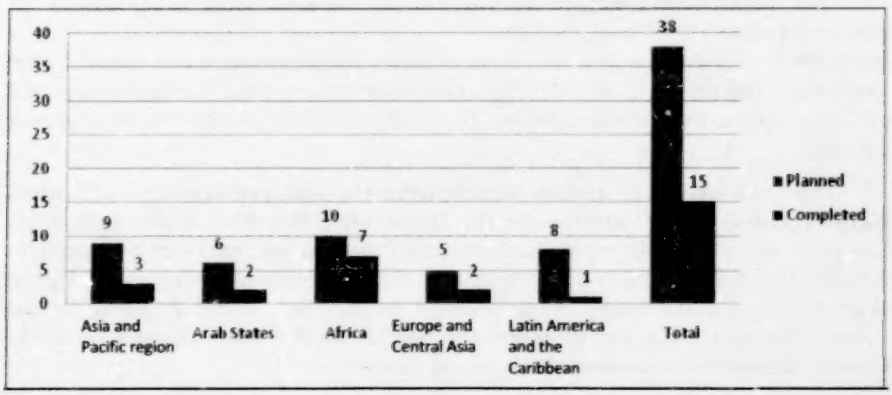
Decentralized evaluations

20. Decentralized evaluations are managed by programmatic divisions at Headquarters and in the field, and are usually undertaken by external evaluation teams. They are managed by monitoring and evaluation focal points and supported by regional evaluation specialists. Decentralized evaluations are critical for accountability and knowledge generation on the results of initiatives supported by UN-Women.

21. The evaluations reported correspond to the 2011 planning year and will be considered the baseline year for the future consolidation of evaluation results in UN-Women. As at 29 February 2012, a total of 15 decentralized evaluations had been completed. The greatest coverage was in Africa (7), followed by the Asia and Pacific region (3); Arab States (2); Europe and Central Asia (2); and Latin America (1) (see figure below).

22. Thirty-eight evaluations had been planned for 2011, 40 per cent of which were completed. While the completion rate was low, the number of evaluations represented an increase compared with previous years and was significant considering the transition year for UN-Women. However, some challenges in evaluation planning need to be addressed, including a more strategic and realistic selection of evaluations and increased capacity and accountability to manage the planned evaluations. These elements will be considered as part of the integrated monitoring, evaluation and research plans being developed in 2012 by UN-Women offices and the upcoming evaluation policy.

Planned versus completed evaluations in 2011, by geographic area



23. Following the priority areas of the strategic plan, a thematic breakdown of the decentralized evaluations performed in 2011 shows a higher coverage for cross-cutting issues (5), followed by leadership and participation (3), violence against women (3), economic empowerment (2), and peace and security (2). There were no evaluations conducted on national planning and budgeting or on global norms and standards.

24. The total expenditure for the 15 decentralized evaluations performed in 2011 was $743,488. The Evaluation Office stipulates a range of 3 to 10 per cent of the cost of the programme to be allocated for its evaluation. Most of the completed evaluations had allocated a lower amount, partly because they had been scheduled for the end of the programme cycle, by which time sufficient funds were unavailable (see table 2).

Table 2
Budget of decentralized evaluations by region
(United States dollars)

Region	*Number of completed evaluations*	*Total budget*
Africa	7	342 893
Arab States	2	67 779
Asia and the Pacific	3	109 582
Latin America and the Caribbean	1	130 170
Europe and Central Asia	2	37 129
Global	15	687 553

Quality of UN-Women evaluations

25. Assessments of the quality of the evaluations help to determine the credibility of the findings and the adherence to the required standards. The Evaluation Office developed an exhaustive scoring system to assess the quality of decentralized evaluations based on existing United Nations Evaluation Group and UN-Women guidance.

26. The overall results of the qualitative assessment show that, out of 15 evaluation reports, 3 are rated as excellent, 5 as very good, 1 as good, 2 as average, 1 as weak and 3 as very weak. According to this system, 60 per cent of the evaluations performed were rated as good or above. The Evaluation Office is setting up the benchmarks for further improvements in the quality evaluation processes.

D. Using evaluations and promoting accountability with the management response system

27. UN-Women promotes the use of evaluation through different means to improve management accountability, performance and effective programming. This includes the requirement to use evaluation findings in the design of new programmes, the dissemination of evaluation results and the development of management responses to evaluation recommendations. As a measure of transparency and knowledge-sharing, all evaluation reports and their management

responses are uploaded into the publicly accessible online Evaluation Resource Centre, hosted by the United Nations Development Programme (UNDP) web platform. This platform is to be migrated to the UN-Women web platform, which contains more than 40 evaluation reports.

28. Management responses enable UN-Women to respond to evaluation findings and reflect critically on how to address recommendations for improvement. In 2011, over 62 per cent (10 out of 16) of the completed corporate and decentralized evaluations included a management response. Those management responses included commitments for UN-Women to undertake 120 actions towards implementing the recommendations of evaluations. As at 29 February 2012, 3 actions had been reported as completed, 13 ongoing, 65 initiated, 39 not initiated, and 32 overdue. The Evaluation Office was conducting an analysis to increase the number of management responses and follow-up to committed actions. On the basis of that analysis, it hopes to derive a global oversight mechanism on management responses under the purview of the Executive Director.

29. In order to promote the use of evaluative knowledge for organizational learning, the results of evaluations are systematized into short reports, of which four were produced in 2011, that constitute a new learning series and an evaluation newsletter published twice a year.

30. The use of gender equality evaluations is promoted not only within UN-Women, but also in partnership with other organizations and networks. As described in section IV, UN-Women fosters the use and inclusion of gender equality in evaluations with the United Nations Evaluation Group, the Evaluation Network of the Development Assistance Committee of the Organization for Economic Cooperation and Development, the evaluation cooperation groups of multilateral development banks and regional evaluation associations across the world.

III. Leading United Nations system-wide evaluations on gender equality and women's empowerment

31. The mandate of UN-Women to lead, coordinate and strengthen the accountability of the United Nations system on gender equality has important implications for evaluation. UN-Women uses evaluation to support this mandate by (a) fostering joint evaluations on gender equality; (b) serving as a repository of evaluations in the United Nations system on gender equality and women's empowerment; (c) actively contributing to the accountability of the United Nations system on gender equality using system-wide evaluation processes; and (d) actively contributing to the work of the United Nations Evaluation Group.

A. Strengthening system-wide evaluations on gender equality through the United Nations Evaluation Group

32. Active engagement in the United Nations Evaluation Group is a main instrument for contributing to United Nations coordination and accountability on gender equality. UN-Women maintains a leading role in the Group by promoting the integration of gender equality and human rights dimensions into evaluation and by contributing to the substantive work of the Group. The evaluation community

further demonstrated this commitment by electing the Chief of the UN-Women Evaluation Office as Chair of the Group. In that capacity, she is a member of the evaluation management group for the independent evaluation of the "Delivering as one" pilot initiatives, and participates in discussions on the United Nations system-wide evaluation mechanism, in line with General Assembly resolution 63/311 on system-wide coherence.

33. UN-Women is leveraging key partnerships to advance this coordination mandate. It partnered with the Office of the United Nations High Commissioner for Human Rights (OHCHR) to integrate gender equality and human rights in evaluations carried out in the United Nations system. It also played a pivotal role in supporting the country-led evaluations and the independent evaluation of the "Delivering as one" pilot initiative as per the aforementioned resolution, and it contributed substantially to the approach of evaluating normative work being developed by the United Nations Evaluation Group. In 2011, UN-Women made specific achievements and had a pivotal role in the following areas:

(a) Co-leadership, in close partnership with OHCHR and nine other United Nations agencies, in completing the first methodological tool in the United Nations system to address gender equality and human rights dimensions in evaluation. Entitled "Integrating human rights and gender equality in evaluation — towards UNEG guidance", the publication is available in Arabic, English, French and Spanish;

(b) Contribution to the forthcoming guidance document on how to conduct evaluation of normative work;

(c) Integration of gender equality dimensions as core principles into the guidance material of the United Nations Evaluation Group for impact evaluations of United Nations normative and institutional support work;

(d) Integration of gender equality and human rights dimensions into evaluation guidance for the United Nations Development Assistance Framework;

(e) Contribution to the development of a framework for national evaluation capacity development, which encourages collaborative evaluation work at the national level.

B. Fostering innovative joint evaluations and system-wide inter-agency initiatives

34. UN-Women promotes joint evaluations for increased coherence and coordination among United Nations organizations. Joint evaluations also have the potential to increase the availability of information on United Nations system coherence on gender equality and women's empowerment. UN-Women promotes gender equality in different inter-agency initiatives, as described below.

Joint evaluation of joint programmes on gender equality and the empowerment of women

35. In 2011, UN-Women launched the first joint evaluation of joint programmes on gender equality in the United Nations system. Five United Nations partner agencies and two national Governments are part of the ongoing joint evaluation to

be completed in 2012, including UN-Women, the United Nations Children's Fund (UNICEF), UNDP, the United Nations Population Fund (UNFPA), the Millennium Development Achievement Fund, the Government of Norway and the Government of Spain.

36. In 2011, to prepare the basis for the evaluation, the Evaluation Office undertook a comprehensive portfolio analysis, creating the most comprehensive database to date, with information on 113 United Nations joint programmes on gender equality. This analysis has informed the scope of the joint evaluation.

Contribution to the evaluation of results accomplishment and performance: United Nations peacekeeping activities in the Democratic Republic of the Congo

37. UN-Women contributed to the OIOS evaluation of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) by assigning staff over a period of three months. UN-Women was responsible for integrating gender equality aspects in the evaluation design, data collection and analysis. It also drafted a report and produced a complementary in-depth analysis of gender mainstreaming results. The stand-alone report exemplified the commitment of UN-Women to holding the United Nations system accountable for its own commitments on gender equality, and is expected to serve as a framework for evaluating gender equality in future peacekeeping evaluations.

Inclusion of evaluation within the system-wide action plan on gender equality as a key element of accountability

38. Within the accountability framework for gender equality and the empowerment of women of the United Nations System Chief Executives Board for Coordination, the system-wide action plan required that evaluations conducted by United Nations agencies meet the gender-related norms and standards of the United Nations Evaluation Group, and demonstrate the application of guidance on the integration of gender perspective in evaluation. The UN-Women Evaluation Office is to play an active role in providing technical support to other agencies for meeting performance standards related to gender-responsive evaluation.

Inter-agency trainings

39. Strengthening evaluation capacities in the United Nations system through inter-agency initiatives was among the key priorities of the Evaluation Office in 2011. A gender-responsive evaluation curriculum was developed for evaluators and a training module was created. Training sessions for the Asia and Pacific region, in partnership with the United Nations Evaluation Development Group for Asia and the Pacific, and for Latin America, in partnership with the UNDP regional centre, were attended by more than 40 United Nations staff.

C. Promoting evaluative knowledge on gender equality: repository of gender evaluations and other platforms

40. Based on Economic and Social Council resolution 2011/6 and in line with the overall mandate of UN-Women to serve as a centre of knowledge on initiatives that promote gender equality and the empowerment of women, a global repository of gender equality evaluations and associated resources were developed. Resources

included a database with over 280 evaluations from 2004 to present, organized according to geographic area, type of evaluation and the 12 areas of concern outlined in the Beijing Declaration and Platform for Action. The objective of the portal is to make evaluations accessible for future meta-analysis and systemic reviews, to inform evidence-based policy decisions.

41. UN-Women strengthened its partnership with UNICEF, resulting in a series of valuable outputs, including the launch of a comprehensive gender-responsive evaluation resource centre as part of the "My M&E" interactive web platform that was visited by 42,701 people from over 45 countries with 110,908 pages downloaded, and a webinar entitled "Rethinking approaches for gender and human rights responsive evaluations", jointly led by UN-Women and OHCHR and attended by more than 200 participants.

IV. Supporting national and regional evaluation capacities

42. UN-Women supports national monitoring and evaluation capacities as a key area for evidence-based policymaking on gender equality. National evaluation capacity development is undertaken in partnership with United Nations organizations and evaluation associations. The key results achieved in 2011 include:

(a) In Africa, the African Gender and Development Evaluators Network of the African Evaluation Association and UN-Women launched an initiative entitled "Building gender and rights responsive monitoring and evaluation capacity" to improve the quality and quantity of gender and human rights evaluations undertaken in Africa and strengthen evaluation capacities;

(b) In the Asia and Pacific region, to enhance the capacities of evaluators from the region by promoting their participation in regional conferences and producing transferable knowledge through high-calibre publications, UN-Women provided travel bursaries to participants to attend the third international conference of the Sri Lanka Evaluation Association, which resulted in the publication of the first regional publication on gender equality and human rights in evaluation;

(c) In Europe and Central Asia, UN-Women established a partnership with the International Programme Evaluation Network on the theme "Building evaluation capacities in Eastern Europe and Central Asia", as part of which two workshops were held in Kazakhstan and Georgia to promote the use of transformative and gender equality responsive evaluation methods; resources were translated into Russian and made publicly available;

(d) In Latin America and the Caribbean, as part of the initiative on capacity-building and knowledge generation in evaluation in Latin America and the Caribbean, a report was finalized entitled "Evaluation from a gender equality and human rights perspective: systematization of the practice in Latin America", providing a comprehensive study of innovative trends in the field of gender equality- and human rights-focused evaluation in the region. A regional evaluation seminar on gender and human rights was also held in Ecuador that brought together evaluation experts, academics and practitioners from public institutions and non-governmental organizations to debate and identify the challenges and lessons of evaluations from gender and human rights perspectives and their influence in public

policies. Furthermore, a virtual community on the practices of such evaluations was created and two virtual forums were conducted;

(e) At the global level, through its partnership with the American Evaluation Association, UN-Women delivered professional training on integrating gender equality dimensions into evaluation at the Association's 2011 annual conference, in which eight evaluators from the South participated with support from UN-Women. UN-Women also supported the publication of a collaborative post-workshop publication for the evaluators from developing countries who attended a workshop on measuring gender equality, organized by Gender at Work and the Institute of Development Studies.

V. Key findings from 2011 evaluations

43. This section contains key findings from corporate, decentralized and external evaluations completed by UN-Women and its partners in 2011, as reported in section II. Given the limited number of evaluations, the findings should be considered as examples and not representative of the totality of the work carried out by UN-Women. The full evaluation reports are available from the Evaluation Resource Centre. A list of evaluations is included in annex I.

A. Lessons from corporate and external evaluations

44. The following findings and results are extracts from two evaluations conducted by OIOS, the first on the results of gender mainstreaming at the United Nations Secretariat and the second on the results of the former Division for the Advancement of Women and Office of the Special Adviser on Gender Issues. The first evaluation shows that nearly 15 years after the initial General Assembly resolution on gender mainstreaming, every Secretariat programme has responded, but the implementation of gender mainstreaming has been uneven and its contribution to gender equality unclear. While there is a range of different structures and processes for gender mainstreaming across the Secretariat, there are considerable gaps in the understanding of the meaning, purpose and practical implications of gender mainstreaming, as well as a lack of comprehensive and systematic evidence of results. The second evaluation suggests that the former entities had contributed to the achievement of global gender outcomes and provided substantive support to United Nations intergovernmental bodies. Their work contributed to the outcomes of the Commission on the Status of Women, which is recognized as having had a high impact. The former entities had also supported United Nations organizations in mainstreaming gender in their activities but there are still gaps. Despite the existence of several structures for cooperation and collaboration with stakeholders, partnerships were not fully leveraged by the former entities. They showed quality research and analysis in their publications and websites and attracted strong technical expertise. The evaluation concludes that the former entities have added value to UN-Women by providing support to intergovernmental bodies such as the Commission on the Status of Women; providing information and technical assistance and helping Member States implement policies; and coordinating the reporting of progress throughout the United Nations system.

45. The evaluation of MONUSCO conducted by OIOS in collaboration with the UN-Women Evaluation Office indicated that the gender perspective was slowly being integrated into MONUSCO peacekeeping planning. The evaluation verified that Security Council resolutions on women, peace and security since 2003 have gradually been introduced into the mandate of the Mission and found that the gender perspective in Mission planning was predominantly present in the areas of elections, security sector reform, disarmament, demobilization and reintegration, and legal and judicial sector reforms. Performance measurement at the Mission level using disaggregated indicators and targets was largely absent. While a gender unit was established in 2002 and a sexual violence unit in 2009, the two functional structures lack capacity for effective gender mainstreaming in the Mission. The evaluation found that the Mission has contributed to achievements with respect to the legislative framework on sexual violence in the Government of the Democratic Republic of the Congo, and that gender issues have been effectively integrated into the different steps of the disarmament, demobilization and reintegration process. However, progress in the political participation of women and security sector reform have been limited.

46. The findings of the evaluability assessment of the former United Nations Development Fund for Women (UNIFEM) strategic plan informed the development of the UN-Women strategic plan. The former UNIFEM strategic plan had provided a relevant, appropriate and conceptually sound articulation of its core mandate. The assessment contained an indication that there was a lack of clarity on the starting position (baseline); an absence of clear targets (in-country strategies as well as corporate strategic plan); and inadequate monitoring systems and capacity, all of which severely limited the ability to conduct a robust and comprehensive performance measurement of organizational results. In the study, it was noted that there was a need for increased attention to the planning and management of results, rather than their simple measurement. The shift to a culture of results management required a clear message that results matter and are central to the mandate, underlying incentives and broad culture of the organization. Recommendations for UN-Women included providing staff with a valuable tool to promote the organization's remit to strengthen normative operational connections and to be a driver of gender equality within the United Nations.

47. The analytical portfolio of joint programmes on gender equality presented preliminary conclusions for the ongoing evaluation of the overall contribution of joint gender programmes to national development results on gender equality and the empowerment of women. Quantitative findings indicated that (a) from 2006 to 2010, the total planned value of the joint programmes portfolio was $463 million and the total funded value at the time of signing of the programmes was $274 million; (b) 24 different United Nations entities had participated in at least one joint programme on gender equality, with UNFPA, UNDP, UNIFEM and UNICEF participating in over 60 joint programmes on gender equality each; (c) Africa accounted for the greatest number of joint programmes on gender equality and 55 per cent of the total planned financial value of the portfolio; (d) eliminating violence against women was the largest thematic area in terms of number of joint programmes. Among the qualitative findings, stakeholders suggested focusing on the issue of "jointness", specifically the extent to which United Nations agencies participated as equals in joint programmes. Stakeholders also highlighted the need to study in depth the degree to which joint gender programmes added value to efforts to strengthen the accountability of duty bearers and support rights holders in demanding their rights.

B. Relevance, effectiveness, efficiency and sustainability of results on gender equality: key evaluation conclusions from decentralized evaluations

48. The analysis below is based on evaluations made by UN-Women in 2011 of programmes initiated by UNIFEM.

49. Evaluations confirmed that the work of UN-Women was considered highly relevant by national counterparts and other development agencies contributing to the advancement of gender equality and the empowerment of women. The strengths of UN-Women were in programme interventions that facilitate the enactment of laws at the country level and in implementing rules and regulations that advance compliance with international standards for women, such as the Committee on the Elimination of Discrimination against Women and Security Council resolution 1325 (2000). The evaluations highlighted the fact that initiatives by UN-Women were aligned with the broad objectives outlined in national and regional commitments, such as those related to ending violence against women in the Central Africa region and in Georgia. Evaluation recommendations suggested that UN-Women, as the lead agency on gender equality, use its strength to play a strategic role in policy development and the development of gender frameworks and gender indicators for Governments, non-governmental organizations, United Nations agencies and other partners.

50. The effectiveness of UN-Women programmes as shown in the 15 decentralized evaluations appeared to be adequate. Output goals were generally met and a majority of interventions, such as in Georgia, Iraq and Kenya, achieved policy-level results by laying the groundwork for gender equality in legislative processes. The evaluation of the Iraq national constitution and referendum awareness campaign has shown that the programme has been a catalyst in having the Government of Iraq appoint more women ministers and for the Parliament to decree a 25 per cent quota for women members. In Georgia, the project reached 90 per cent of its targets and directly contributed to the President's signature of a domestic violence national action plan for 2011-2012. The majority of the programmes have worked on raising awareness on gender equality or gender-based violence, as in Central Africa and Kenya, where the programmes effectively contributed to a gradual increase in women's participation in governance at the national and local levels. The evaluation of the gender and governance programme in Kenya has indicated that, through 17 partners, the programme managed to provide more than 10,000 women with information on women's rights, constitutional issues and governance to enhance their capacity. Evaluations of capacity development in Southern Africa and economic empowerment of rural women in Kyrgyzstan have shown high effectiveness in strengthening individual competencies and producing changes in attitudes and behaviours at the individual level with regard to gender equality.

51. The findings from the evaluations reflected an uneven application of results-based management principles in programming, monitoring and evaluation. They suggested that management for development results was not yet appropriately internalized in UN-Women programmes and there was a disconnect between programme design, implementation and reporting. Weaknesses in monitoring and tracking results affected the ability of UN-Women to capture achievements and progress, learn from its experiences, develop models and best practices and play a catalytic role in programming for gender equality.

52. Most evaluations also pointed to the ongoing capacity shortfalls in UN-Women country and regional offices, including a lack of monitoring and evaluation personnel to meet expectations on the ground on advancing gender equality. A key challenge often revealed by the evaluations was the need for an appropriate ratio of programming scope and the number of available staff. Evaluations also highlighted the tensions between resource mobilization and the slow disbursement of funds, and development effectiveness, which in some cases had not been resolved.

53. Sustainability and poorly developed or non-existent exit strategies appeared to be an area for improvement. Seven evaluations presented evidence that projects had failed to incorporate exit strategies at the project design stage. Successful experiences in Central Asia showed the importance of well-designed partnerships that foster collaboration and constructive dialogue from the onset as a prerequisite for ensuring sustainability.

C. Key findings of decentralized evaluations

More effective leverage of partnerships and United Nations system coordination

54. Increase in coherence within the United Nations system and stronger partnerships are critical avenues for affecting change in gender equality. Evaluations found that UN-Women has been successful at leveraging partnerships, in particular with civil society organizations and United Nations agencies. Two evaluations showed that coordination among agencies was most effective in conflict-affected areas. The evaluation of the programme in South Darfur highlighted that the effectiveness of the programme in addressing gender-based violence issues had resulted from successful coordination between UN-Women, UNDP, UNFPA and the African Union-United Nations Hybrid Operation in Darfur. In Kyrgyzstan, established partnerships provided additional funds for the programme and, in Georgia, the collaborative nature of the partnerships between the State organization and non-governmental organizations were crucial to the promotion and protection of women's right to a life free from violence. Five evaluations, however, highlighted the need for UN-Women to focus on leveraging more partnerships with national Governments in order to contribute more effectively to national priorities, such as in Iraq, Kenya, the Philippines and Southern and Central Africa. The evaluations also recommended that UN-Women move from managing partnerships by activities and outputs to partnerships based on long-term results frameworks to capture higher-level results.

Capacity development is on the right track but a broader strategy is needed

55. Capacity development is the process by which individuals, organizations and societies strengthen and maintain the capacity to achieve their own objectives over time. The evaluations showed a high responsiveness in helping local and central governments to increase their capacity to engage in gender-responsive governance, as seen in Kenya and Kyrgyzstan. In the latter case, the evaluation of the programme to enhance the economic security of rural women provided examples of positive unintended effects, such as women farmers deciding to pay for technical agricultural training in addition to what they had received from the programme. The evaluation of UN-Women capacity-development activities in Southern Africa showed that they had been effective in strengthening the individual competencies of

participants but that there was limited evidence of results being achieved in terms of building collective capabilities. In Latin America, the evaluation of the programme for the inclusion of gender equality, race and ethnic dimensions in programmes aimed at fighting against poverty confirmed that governmental capacities and national statistical systems had been improved in order to collect information disaggregated by gender, race and ethnic origin. While the most visible entry points for influencing organizational capacity tended to be individual capacities, the evaluations found that the capacity-building support provided by UN-Women would require a carefully considered strategy that looked at broader capacity-development processes to produce a real change in strengthening national capacity for gender equality.

Knowledge generation is effective but greater dissemination is required for effective knowledge management

56. Knowledge generation is at the core of the UN-Women strategy to produce relevant information on what works for gender equality. Three evaluations showed that UN-Women had been perceived as a reliable knowledge broker, particularly in producing studies that broadened the knowledge base on gender equality and the empowerment of women. In Iraq and Kenya, information on women's rights and UN-Women publications in reference to the Convention on the Elimination of All Forms of Discrimination against Women were distributed to partners and beneficiaries, and reported as a reference source and as a tool to effectively lobby for women's rights. The evaluation of the South Asia Association for Regional Cooperation (SAARC) gender information shop showed that UN-Women had been successful in initiating a regional database on gender issues, a concept that was highly valued by SAARC, which considers UN-Women one of its most valued partners, as it supplies expert knowledge on gender and gender-responsive programming. Bolivia (Plurinational State of), Brazil, Guatemala and Paraguay, knowledge on poverty using data disaggregated by race, ethnic origin and gender was being widely disseminated and used by policymakers and non-governmental organizations, as explained in the evaluation of the programme for the inclusion of gender equality, race and ethnic dimensions in programmes aimed at fighting against poverty. However, three evaluations also pointed out the need for better dissemination of knowledge, which is critical for UN-Women to act as a global broker of knowledge and experience-sharing.

Reaffirming national ownership

57. The ultimate goal of UN-Women is to help strengthen national capacity for gender equality and support national ownership by gaining the commitment of stakeholders. The evaluations showed that, in most cases, interventions that focused on capacity development for gender equality and preventing gender-based violence had been relevant from the perspective of existing national priorities in Cameroon, the Democratic Republic of the Congo and Southern Africa. In Georgia, the evaluation of efforts to enhance the prevention of domestic violence showed that, after the President signed the domestic violence national action plan for 2011-2012, a national action plan was established with a real costing exercise to allow the Government to fully own the implementation of the plan with the adequate allocation of resources. Some evaluations highlighted the need for better alignment with national priorities established by Governments in order to ensure national ownership of the development process.

VI. Looking forward: UN-Women Evaluation Office workplan, 2012-2013

58. Recognizing the lessons learned in the first year after the creation of UN-Women, and in order to continue to establish a robust evaluation function for UN-Women to support its mandate, the evaluation workplan will focus on the following four key areas:

(a) UN-Women will establish effective corporate evaluation systems for evidence-based policy and effective evaluation use. It will work on building evaluation systems to measure accountability, follow up on evaluation recommendations and establish a robust evaluation function with adequate evaluation staffing. In 2012, the Evaluation Office will conduct three corporate evaluations on the strategic priorities of UN-Women, ensuring that they analyse linkages between normative and operational work. In 2013, four additional evaluations will be undertaken;

(b) UN-Women will focus on strengthening decentralized evaluation systems for greater accountability and improved programming in the organization and for a stronger culture of results. The Evaluation Office will develop quality assurance frameworks, guidance and tools and provide technical assistance to decentralized evaluations through regional evaluation specialists. The quality design of UN-Women interventions will be supported by integrating evaluation parameters in programming processes and ensuring targeted support of the programmes on evaluation that could be scaled up and replicated. The internal evaluation capacities will be developed through a roll-out of evaluation capacity-building programmes, the creation of an evaluation roster of experts with gender and human rights expertise and systemic information-sharing on relevant innovative evaluation methods;

(c) UN-Women will lead United Nations coordination on gender-responsive evaluations to generate knowledge and establish accountability on gender equality results. The Evaluation Office will lead and contribute to the United Nations Evaluation Group. It will promote joint evaluations on gender equality within the United Nations system at the global, regional and country levels and contribute to the system-wide action plan on gender equality. Finally, it will build knowledge on gender equality by consolidating a global repository of evaluations on gender equality and by promoting meta-evaluations on gender equality;

(d) UN-Women will promote innovation and knowledge generation on what works for gender equality through national evaluation capacity-building. Selected support will be provided to regional evaluations networks and associations with United Nations partners, and contributions will be made to knowledge generation on gender-based evaluation methods.

Annex I

Evaluations completed in 2011

Subregion	*Country*	*Title of evaluation*	*Evaluation type (mid/final)*	*Quality[a] score*
Decentralized evaluations				
South-East Asia	Philippines	Final evaluation of United Nations joint programme to facilitate the implementation of the Convention on the Elimination of All Forms of Discrimination against Women concluding comments in the Philippines	Final	Very weak
	Timor-Leste	Midterm evaluation of the integrated programme for women in politics and decision-making	Midterm	Very weak
South Asia	South Asia Association for Regional Cooperation (SAARC): Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, Sri Lanka	Programme evaluation of SAARC gender info base of SAARC-UN-Women South Asia Regional Office	Midterm	Very good
Arab States	Iraq	Iraq national constitution and referendum awareness campaign project	Final	Weak
		Evaluation of the ACT to End Violence against Women project	Final	Average
Southern Africa	Mozambique, South Africa, Zimbabwe	Evaluation of UN-Women capacity-development activities in Southern Africa 2009-2010	Final	Very good
		Institutional evaluation of three Southern African regional women's networks	Final	Very good
West Africa	Sierra Leone	Supporting gender and capacity, women's rights protection and child protection in recovery and peacebuilding in Sierra Leone	Final	Good

Subregion	*Country*	*Title of evaluation*	*Evaluation type (mid/final)*	*Quality[a] score*
	Liberia	Evaluation of Liberia country programme	Final	Very weak
East and Horn of Africa	Kenya	Midterm evaluation of the gender and governance programme III in Kenya (2008-2011)	Midterm	Excellent
	South Darfur, Sudan	Evaluation of UN-Women's work on defending and securing human rights of women and girls in the humanitarian crisis in Darfur	Final	Excellent
Central Africa	Cameroon, Democratic Republic of the Congo	Thematic evaluation of the action by the former United Nations Development Fund for Women to end violence against women in the Central Africa subregion	Final	Excellent
Brazil and Southern Cone	Brazil, Guatemala, Paraguay, Plurinational State of Bolivia	Evaluation of the programme on the incorporation of the dimensions of gender, race and ethnicity in policies to battle against poverty in four countries in Latin America	Midterm	Average
Eastern Europe and Central Asia	Kyrgyzstan	Final evaluation of the programme on securing women's land rights in Kyrgyzstan	Final	Very good
	Georgia	Final evaluation of the project on enhancing prevention and response to domestic violence in Georgia	Final	Very good
Corporate evaluations				
—	—	Former strategic plan of the former United Nations Development Fund for Women for its evaluation potential assessment	Final	—
Global	—	Analytical overview of the United Nations joint gender programme portfolio	—	—

Subregion	*Country*	*Title of evaluation*	*Evaluation type (mid/final)*	*Quality[a] score*
Africa	Democratic Republic of the Congo	Evaluation of results accomplishment and performance: United Nations peacekeeping activities in the Democratic Republic of the Congo	Final	—
External evaluations				
Global	—	Evaluation of the Division for the Advancement of Women and the Office of the Special Adviser on Gender Issues of the Department of Economic and Social Affairs	Final	—
Global	Global	Thematic Evaluation of gender mainstreaming at the United Nations Secretariat	Final	—

[a] The quality rating of evaluations depends on the extent to which the data have been gathered rigorously, that findings were based on evidence and that conclusions were credible and formulated in alignment with the findings. Evaluations rated as "excellent" or "very good" presented rigorous data to support their findings and conclusions, were credible and derived from evidence-based findings. Those evaluations often included concrete actionable recommendations. Evaluations rated as "very weak" included vague or incomplete findings and limited, if any, analysis of accomplishments; conclusions did not derive from findings and were not formulated in relation to evaluation questions or objectives.

Annex II

Evaluation in trust funds managed by UN-Women

1. UN-Women provides grants to fuel innovative, high-impact programmes by Government agencies and civil society groups through the United Nations Trust Fund to End Violence against Women and the Fund for Gender Equality.

United Nations Trust Fund to End Violence against Women

2. Managed by UN-Women on behalf of the United Nations system, the United Nations Trust Fund to End Violence against Women works to stop all of the diverse forms of gender-based violence that undercut women's rights around the world. In 2011, the Trust Fund continued to strengthen the evaluation systems and capacities of grantees and undertook an innovative outcome mapping study. Trust Fund grantees completed 10 evaluations.

3. As in previous years, the 2011 call for proposals for cycle 16 included a recommendation that applicants dedicate 10 per cent of grants to evaluation, and an additional 2 to 5 per cent to monitoring. To ensure successful implementation of the requirement, the Trust Fund institutionalized capacity-development training for recently funded grantees on evidence-based programme design, monitoring and evaluation. Two skill-building workshops were held in Bangkok and New York for all grantees, reaching a total of 18 organizations.

4. The Trust Fund explored and utilized alternative evaluation methodologies, such as outcome mapping, to determine which approaches to end violence against women were especially promising and where the Fund's investments were the most effective. The outcome mapping was conducted in a wide consultation with 80 grantees, implementing projects from cycles 10-14 in 73 countries. The study revealed that ending violence against women required a comprehensive approach including prevention, protection and assistance for survivors, as well as prosecution of perpetrators. Ending violence against women is not the responsibility of one person, actor or group. While the primary responsibility lies with the State, coordination and collaboration with civil society and other stakeholders remains a vital strategy. Fostering partnerships and supporting multi-sectoral approaches is therefore crucial in work to end violence against women.

Fund for Gender Equality

5. The Fund for Gender Equality is a multi-donor initiative dedicated to programmes aimed at increasing women's economic opportunities and/or political participation at the local and national levels. In 2011 the Fund enhanced its monitoring and evaluation capacity by hiring five monitoring and reporting specialists to provide technical assistance to 40 grantees on programme monitoring, reporting and evaluation for the $37.5 million portfolio of the Fund.

6. During the reporting period, five summary evaluations were commissioned to assess the Fund's first generation of economic and political grants. The evaluations included two cluster and three programme evaluations, covering a total of nine programmes on the themes of economic and political empowerment. Two evaluations concluded in 2011, while three others were ongoing and expected to be completed in April 2012.

7. Within the framework of the two cluster evaluations, the Fund has successfully involved grantees, UN-Women field focal points and other programme stakeholders in capacity-development activities. Two evaluation reference groups meetings were designed as virtual learning events, with participants from six programmes working under the two sub-thematic areas of domestic and informal work and gender equality in HIV programming.

8. The evaluation findings from the evaluation on women's political empowerment, specifically the creation of the gender equality law in El Salvador, suggest that the programme has been effective in strategically contributing to the approval of the law through a combination of communications, partnerships and advocacy strategies. The evaluation of the Dalit women's livelihoods accountability initiative also assessed the programme as highly effective in increasing women's access to entitlements provided as part of the Mahatma Gandhi National Rural Employment Guarantee Act, and in securing livelihoods for many Dalit families. The evaluation found that, as a result of the programme, women's employment rates had significantly increased and that 14,174 Dalit women had enrolled in the entitlements relating to the Act in 2011, compared with 2,811 in 2009. The evaluation emphasized the programme's promising potential for achieving sustainable results, as the Government of Uttar Pradesh has expressed interest in replicating and scaling up the training on supervisory roles for Dalit women throughout the state.